

# **Emergency Preparedness & Response (aka FEMA) & The National Response Plan**

**at the  
National Forum on Tribal Environmental Science**

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# FEMA's History

- **Established April 1<sup>st</sup>, 1979 (Carter Administration)**
- **Consolidated**
  - **Recovery programs**
  - **Flood Insurance**
  - **REP (post Three Mile Island)**
  - **Cold War Planning**
  - **others**

**The first step to becoming the nations 911**



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# FEMA's History (continued)

- **1990's**
  - **James Lee Witt era -- Decade of Disaster**
    - **National news**
    - **Disaster Response**
      - **Federal Response Plan (FRP)**
        - **Emergency Support Functions**
        - **Supplementary Federal assistance**
    - **Emphasis Shift    Cold War Planning → Natural Disaster**
  - **Mitigation**
    - **Project Impact**



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# More History/Background

- **US&R**
  - **1995 Murrah Building, Oklahoma City**
- **MERS**
  - **Mobile Emergency Resource Support**
- **Grants**      **FEMA used to be the cash cow**
- **CSEPP**
  - **Chemical Stockpile Emergency Preparedness Program**



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# 9/11 ushers in big changes



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# Enter (into) the Department of Homeland Security

- National Response Plan (NRP)
- National Incident Management System (NIMS)
- ~~ODP/OSLGCP~~ **now called Grants and Training (G&T)**
  - Office of Domestic Preparedness and
  - Office of State and Local Government Coordination and Preparedness
    - One-Stop Grant Shop



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# National Response Plan

- Issued 1/6/2005
- Replaces the FRP and other federal plans
- Basis: HSPD#5 – terrorism and natural disaster
- New ESF's
- Annexes
- New Terms
  - PFO, JFO, Incident of National Significance, etc
- IS-800 Independent Study NRP course found at

<http://training.fema.gov/EMIWeb/IS/crslist.asp>



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# National Incident Management System

A nationwide template enabling government and non-governmental responders to respond to all domestic incident.  
HSPD-5

- ICS and NIIMS based from wildfire management systems
- Compliance requirements for future grant eligibility (2007)
- IS-700 – Independent Study NIMS course found at
  - <http://training.fema.gov/EMIWeb/IS/crslist.asp>
  - IS-100 and IS-200 also available



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# ~~ODP/OSLGCP~~

# G&T

- Office of Domestic Preparedness and the Office of State and Local Government Coordination and Preparedness
- Grants for 2006
  - State Homeland Security Program
  - Urban Area Security Initiative (UASI)
  - Emergency Mgmt Performance Grant (EMPG)
  - Metropolitan Medical Response System (MMRS)
  - Law Enforcement Terrorism Prevention Program (LETPP)
  - Citizen Corps/CERT
  - Assistance to FireFighters Grant (AFG)
- Also Rail, Buffer Zone, Port, and Bus grants



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# Today's FEMA

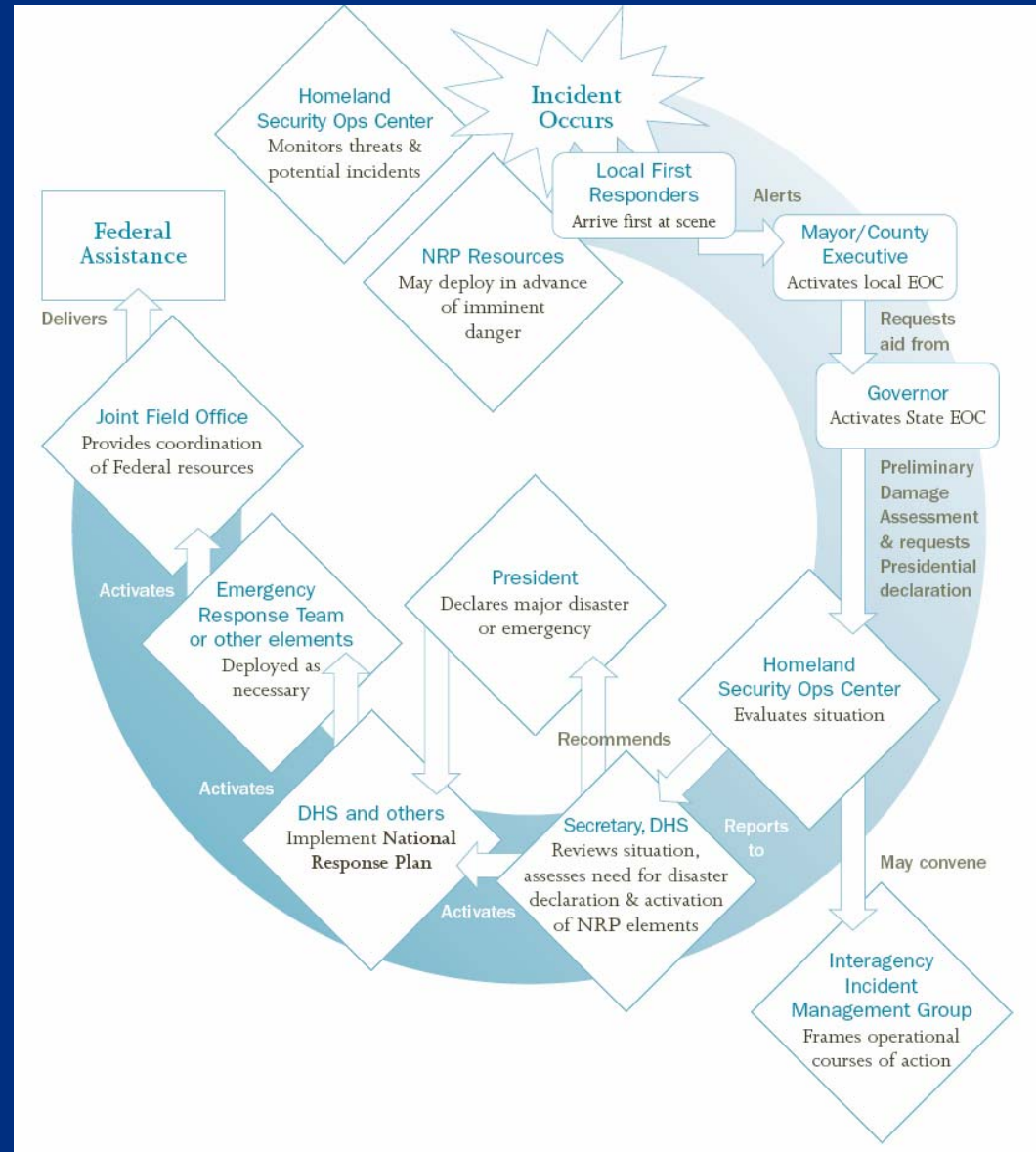
- Response
- Recovery
- Mitigation
  - Pre-Disaster Mitigation (PDM) grant program
- National Preparedness



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# Response & Recovery

## Declaration Process Overview



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# Response

- Proactive
  - ASAP and occasionally pre-event prepositioning of resources
- Preliminary Damage Assessments
- Major Disaster Declaration (DR-1499-WA)
  - Joint Field Office (formerly DFO)
- Other Federal Agency Support
- Life Saving and Damage Minimization
  - Ice, Water, tarps, medical, US&R, debris clearance and other as required
- Duration: Hours/Days/Weeks
- Option 'Emergency' declaration



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# Recovery

**\$\$ 75/25**

- **Individual Assistance Program**
  - **State supported**
  - **1-800-621-3362 (FEMA)**
  - **Disaster Recovery Centers (DRC's)**
  - **Special Programs (Crisis Counsel, Dis. Unemployment, etc.)**
- **Public Assistance Program**
  - **Roads, Bridges, Buildings, Debris, Overtime**
  - **Reimbursement for Losses and Costs**
  - **Alternate projects**
- **Hazard Mitigation Grant Program (HMGP)\***



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# Mitigation

- Prevention of *future* disaster damages
- HMGP
- Pre-Disaster Mitigation
  - Planning grants
  - Projects grants \*
- National Flood Insurance Program (NFIP)
  - Policy holder funded government administered (no private ins.)
  - Flood Maps (FIRMS)
  - Community Rating System (CRS)



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# ~~National Preparedness~~

- Being reinvented as I speak (ongoing)
- Catastrophic Planning
- NRP/NIMS outreach
- Remedial Action (RAMP)
- Tribal Relations \*
- Asst. Firefighters (AFG)
- Radiological Emer. Prep (REP)
- Chemical Stockpile (CSEPP)
- HazMat



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# Other FEMA functions

- MERS
- Emergency Food and Shelter
- US&R ESF-9
- National Disaster Medical System ESF-8
  - DMAT, DMORT, VMAT
  - Previously DHHS based but transferred to DHS (EP&R)
- Emergency Management Institute
- United States Fire Academy



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# Tribal Relations

- Disaster & non-disaster roles
  - implementing Govt-to-Govt relations (FEMA Tribal Policy)
- Developed Guiding Documents
  - Strategic Plan
  - Operations Manual (including State Appendices)
  - Tribal Guide to Disaster Assistance
- Emergency Preparedness & Response Focus
  - Pre-disaster Coordination, Capability Development
- Staffed by State Liaison
- NRP Considerations



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# National Response Plan

**One Plan, One Goal: a safer, more secure America**



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June 2006

# Briefing Introduction

- National Response Plan (NRP) Overview
  - Terms and Acronyms
  - Roles & Responsibilities
  - Coordinating Structures
- Changes to the NRP (5/22/06)



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# The National Response Plan (NRP)

- Builds on what works from previous plans and incident response
- Forges new approaches and mechanisms to address today's threats
- Addresses the complete spectrum of incident management activities
- Uses the National Incident Management System (NIMS) to establish a framework for coordination among Federal, State, local, tribal, nongovernmental, and private-sector organizations



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# The Mandate

Homeland Security Act of 2002 and HSPD-5 required a comprehensive national approach to domestic incident management through the development of a National Response Plan (NRP) and National Incident Management System (NIMS).

- **NIMS:** Standardizes incident management processes, protocols, and procedures for use by all responders
- **NRP:** Establishes . . .
  - Federal coordination structures/mechanisms
  - Direction for incorporation of existing plans
  - Consistent approach to managing incidents



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# Construction of the NRP

## Fully Incorporates

- **Federal Response Plan**
- **Domestic Terrorism Concept of Ops Plan**
- **Federal Radiological Emergency Response Plan**
- **Initial National Response Plan (INRP)**
- **Other national-level contingency plans**

## **NATIONAL RESPONSE PLAN**

## Outlines New Concepts

- **Homeland Security Ops Center (HSOC)**
- **Interagency Incident Management Group (IIMG)**
- **Principal Federal Official (PFO)**
- **Joint Field Office (JFO)**



**The NRP integrates emergency response and law enforcement elements into a single national strategy**

# NRP Applicability

The NRP applies to all Federal departments and agencies that may be requested to provide assistance in **Incidents of National Significance** including:



Major disasters, emergencies, and terrorist incidents including threats



Other events requiring Department of Homeland Security (DHS) assistance

The NRP provides one way of doing business for both Stafford Act and non-Stafford Act incidents



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# Incidents of National Significance

- A Federal department or agency, responding under its own authorities, requests DHS assistance
- Resources of State and local authorities are overwhelmed
  - Stafford Act major disasters or emergencies
  - Other catastrophic incidents
- More than one Federal department or agency is involved
  - Credible threats or indications of imminent terrorist attack
  - Threats/incidents related to high-profile, large-scale events
- The President directs DHS to assume responsibility for incident management



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# Roles

**The NRP describes the roles and responsibilities of:**

- **State, Local, and Tribal Responders**
- **The Department of Homeland Security and Other Federal Departments**
- **Nongovernmental Organizations**
- **The Private Sector and Citizen Groups**



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# NRP: The Full Spectrum of Incident Management

## Pre-Incident



## Incident



## Post-Incident



Prevention

Preparedness

Response

Recovery

Mitigation



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# Proactive Federal Response

**In the case of a catastrophic incident . . .**

- **Primary mission is to:**
  - **Save lives**
  - **Protect critical infrastructure, property, and the environment**
  - **Contain the event**
  - **Preserve national security**
- **Standard assistance-request procedures may be expedited or suspended**
- **Selected Federal response resources will mobilize and deploy and begin necessary operations**
- **Notification/full coordination with States will occur, but the coordination will not delay rapid deployment**



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# NRP Structure

## Base Plan

**Describes the domestic incident management structures and processes**

## Appendixes

**Include acronyms, definitions, authorities, and a compendium of national interagency plans**

## Emergency Support Function Annexes

**Describe the structures and responsibilities for coordinating incident resource support**

## Support Annexes

**Provide guidance for the functional processes and administrative requirements**

## Incident Annexes

**Address contingency or hazard situations requiring specialized application of the NRP**



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# Emergency Support Functions (ESFs)

- **Serve as the coordination mechanism to provide assistance to:**
  - **State, local, and tribal governments**
  - **Federal departments and agencies conducting missions of primary Federal responsibility**
- **Provide staffing and resources for the incident management structures**
- **May be selectively activated for both Stafford Act and non-Stafford Act incidents**
- **Include designated coordinators and primary and support agencies**



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# Emergency Support Functions

- ESF #1 - Transportation
- ESF #2 - Communications
- ESF #3 - Public Works and Engineering
- ESF #4 - Firefighting
- ESF #5 - Emergency Management
- ESF #6 - Mass Care, Housing, and Human Services
- ESF #7 - Resource Support
- ESF #8 - Public Health and Medical Services
- ESF #9 - Urban Search and Rescue
- ESF #10 - Oil and Hazardous Materials Response
- ESF #11 - Agriculture and Natural Resources
- ESF #12 - Energy
- ESF #13 - Public Safety and Security
- ESF #14 - Long-Term Community Recovery and Mitigation
- ESF #15 - External Affairs



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# Support Annexes

- Financial Management
- International Coordination
- Logistics Management
- Private-Sector Coordination
- Public Affairs
- Science and Technology
- **Tribal Relations**
- Volunteer and Donations Management
- Worker Safety and Health



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# Incident Annexes

- **Biological Incident**
- **Catastrophic Incident**
- **Cyber Incident**
- **Food and Agriculture Incident**
- **Nuclear/Radiological Incident**
- **Oil and Hazardous Materials Incident**
- **Terrorism Incident Law Enforcement and Investigation**

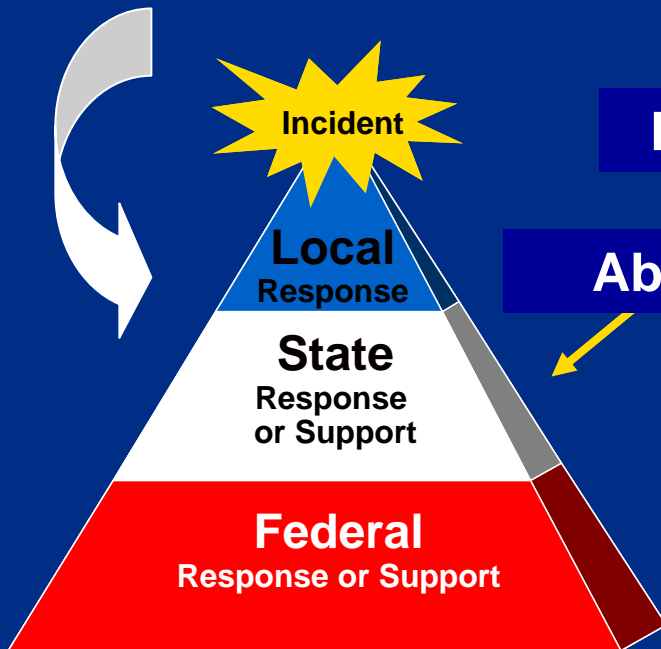


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# Relationship: NIMS and NRP

## NIMS

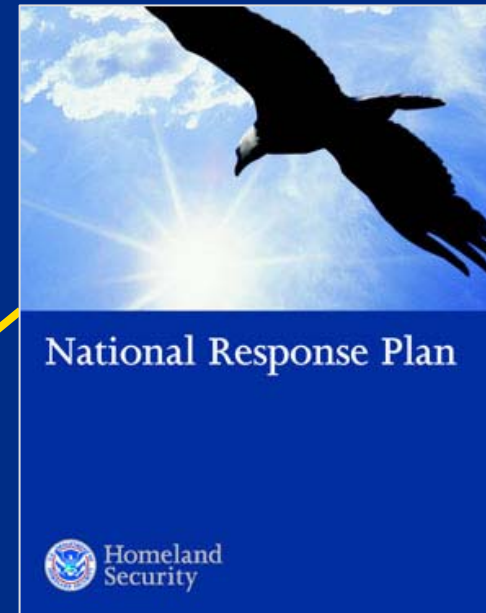
- Aligns command, control, organization structure, terminology, communication protocols, & resources/resource-typing
- Used for all events



Resources

Knowledge

Abilities



## NRP

- Integrates & applies Federal resources, knowledge, & abilities before, during, & after an incident
- Activated only for Incidents of National Significance

# NIMS Framework

Coordination Structures

## Multiagency Coordination Entity

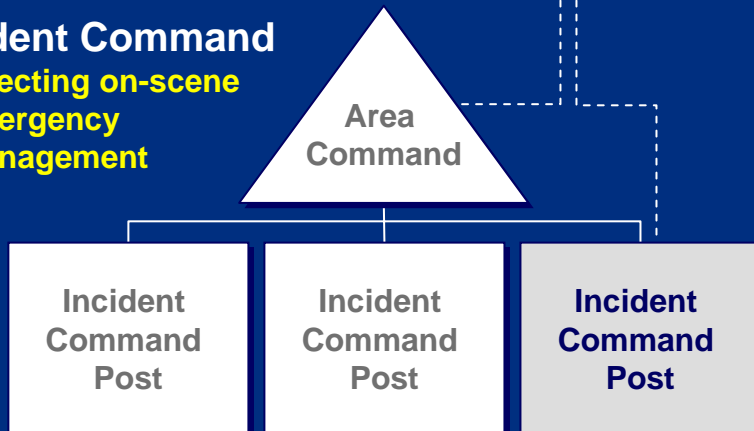
- **Strategic coordination**
- Prioritization between incidents and associated resource allocation
- Focal point for issue resolution

## EOCs/Multiagency Coordination Centers

- **Support and coordination**
- Identifying resource shortages and issues
- Gathering and providing information
- Implementing multiagency coordination entity decisions

## Incident Command

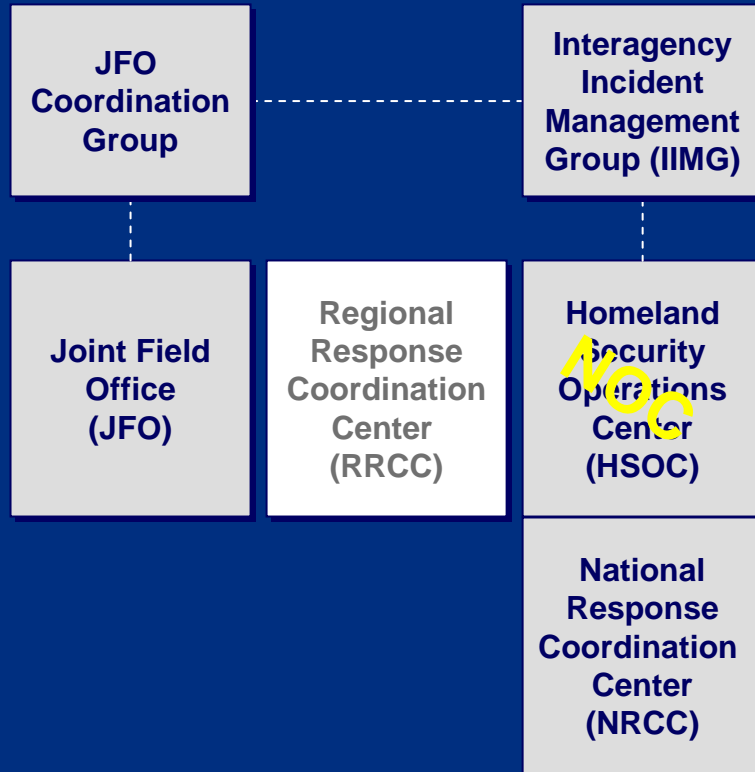
- **Directing on-scene emergency management**



Field Level

Regional Level

National Level



# JFO Structure



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# Principal Federal Official

- Designated by the Secretary of Homeland Security
- Ensures that incident management efforts are maximized through effective and efficient coordination
- Provides a primary point of contact and situational awareness locally for the Secretary of Homeland Security
- Provides a channel for media and public communications and an interface with appropriate jurisdictional officials

## Principal Federal Official (PFO)

Federal  
Coordinating  
Officer (FCO)

State  
Coordinating  
Officer (SCO)

Senior Federal  
Officials (SFOs)



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# Notice of Change

## To the National Response Plan

May 25, 2006



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June 2006

# Modifications to NRP

- NRP adopted 12/2004
- DHS to conduct one-year review and then four-year review and reissuance cycle.
- One-year review did not take place.
- DHS has adopted “critical modifications” required prior to onset of 2006 hurricane season.
- DHS to initiate “comprehensive stakeholder review of NRP” in Fall, 2006.



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# Multiple Joint Field Offices

- Clarifies that multiple Joint Field Offices may be established in support of an incident (for both regional-level and nationwide incidents).
  - One JFO may be identified as the primary for strategic leadership and coordination.
  - Established at the discretion of the Secretary of DHS.



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# PFO & FCO Roles and Responsibilities

- Clarifies PFO and FCO roles and responsibilities, and provides flexibility to designate a single individual as both PFO and FCO (with additional Deputy PFO and FCO designations as appropriate) during certain highly complex or geographically dispersed incidents other than terrorism.



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# DoD JTF Commander & JTF HQ

- Provides that if a JTF is established, its command and control element will be collocated with the PFO at the Joint Field Office to ensure coordination and unity of effort.
  - If collocation is not practical, it will be connected virtually and liaisons will be assigned.
  - Does not replace DCO/DCE on JFO Coordination Staff.



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# Structure of JFO Sections

- Provides for the integration of the Emergency Support Functions into the JFO Sections rather than as stand-alone entities.
  - “Depending on the incident, deployed elements of the ESFs may also participate in the staffing of the ICP; however, organizationally they normally fall within the Operations, Planning, Logistics and Finance/Administration Sections of the JFO, and other sections as required.”



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# ESF Positioning in JFO Sections

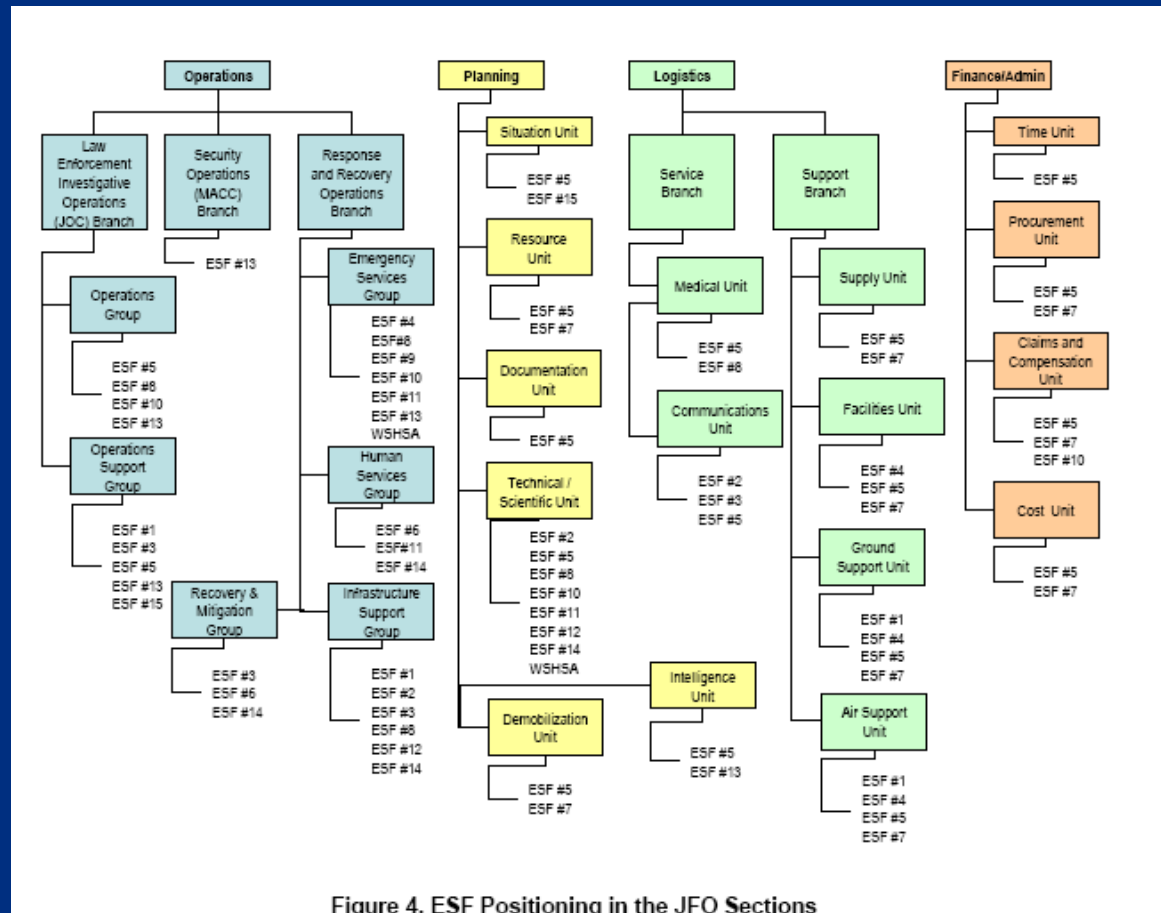


Figure 4. ESF Positioning in the JFO Sections



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# Domestic Readiness Group

- Recognizes the formation of the HSC Domestic Readiness Group (DRG) and explains the roles and responsibilities of the DRG relative to other NRP entities.
- “The White House will convene the Domestic Readiness Group (DRG) on a regular basis to develop and coordinate implementation of preparedness and response policy and in anticipation of or during crises such as natural disasters and domestic terrorist attacks to address issues that cannot be resolved at lower levels and provide strategic policy direction for the Federal response.”



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# Catastrophic Incident Annex

- Broadens the scope of the Catastrophic Incident Annex and differentiates response procedures for no-notice incidents as opposed to those allowing for pre-incident staging of Federal assets.
- “The Catastrophic Incident Annex is primarily designed to address no-notice or short-notice incidents of catastrophic magnitude, where the need for Federal assistance is obvious and immediate, where anticipatory planning and resource prepositioning were precluded, and where the exact nature of needed resources and assets is not known.”



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# Quick Reference Guide

- Provides a new Supplement to the NRP for the quick reference of senior government, non-government organizations, and private sector leadership.
- [www.fema.gov/pdf/emergency/nims/ref\\_guide\\_nrp.pdf](http://www.fema.gov/pdf/emergency/nims/ref_guide_nrp.pdf)



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# Incident of National Significance

- Clarifies the applicability of the National Response Plan through scaled and flexible activation of NRP coordination and reporting mechanisms.
- “The NRP applies to all incidents requiring a coordinated Federal response as part of an appropriate combination of Federal, State, local, tribal, private-sector, and nongovernmental entities. For incidents requiring a coordinated Federal response, but of lesser severity than an Incident of National Significance, the NRP includes a comprehensive network of Incident Annexes and supplemental Federal contingency plans that may be implemented by the Departments and Agencies with established authorities in coordination with the NRP framework.”



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# ESF #13 Coordinator

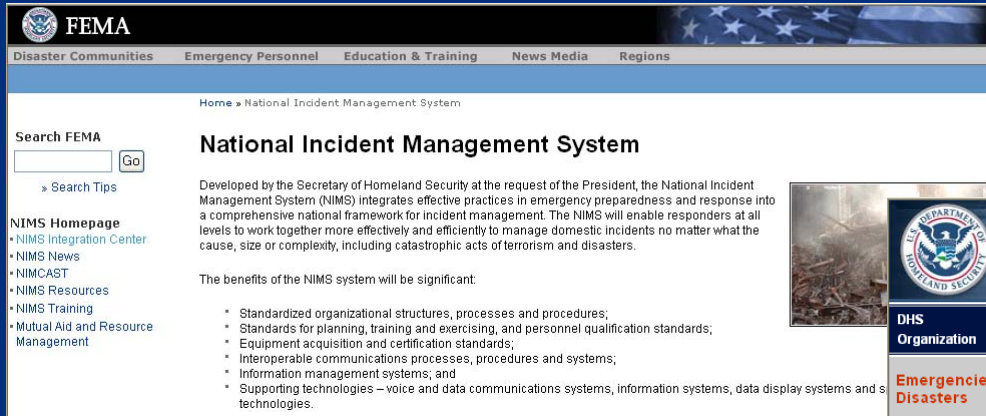
- Removes the Department of Homeland Security as a co-coordinator and primary agency for ESF #13 – *Public Safety and Security*. The Department of Justice (DOJ) will have sole responsibility as ESF Coordinator and primary agency.
- ATF will have lead for DOJ.



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# Resources

Web: <http://www.dhs.gov/nationalresponseplan>



The screenshot shows the FEMA NIMS homepage. At the top is the FEMA logo and a navigation bar with links: Disaster Communities, Emergency Personnel, Education & Training, News Media, and Regions. Below this is a search bar labeled 'Search FEMA' with a 'Go' button and a link to 'Search Tips'. The main heading is 'National Incident Management System'. A paragraph describes NIMS as a comprehensive national framework for incident management. Below this, it lists the benefits of the NIMS system, including standardized structures, planning standards, equipment standards, interoperable communications, and supporting technologies. A sidebar on the left lists 'NIMS Homepage' links: NIMS Integration Center, NIMS News, NIMCAST, NIMS Resources, NIMS Training, and Mutual Aid and Resource Management.



The screenshot shows the DHS Homeland Security website. At the top is the DHS seal and the text 'Homeland Security'. A navigation bar includes links: Home, Site Map, Contact Us, and a search bar. A 'THREAT ADVISORY' banner indicates an 'ELEVATED' risk of terrorist attacks. Below the navigation bar is a menu with links: DHS Organization, Emergencies & Disasters, Travel & Transportation, Immigration & Borders, Research & Technology, Threats & Protection, Working with DHS, and Press Room. The 'Emergencies & Disasters' section is expanded, showing links: First Responders, Planning & Prevention, Response & Recovery, Declared Disasters & Assistance, Weapons of Mass Destruction, and Grants. The 'Planning & Prevention' section is further expanded, showing the 'National Response Plan'. A paragraph describes the NRP as a comprehensive all-hazards approach to enhance the ability of the United States to manage domestic incidents. A sidebar on the right shows a 'Printable Version' link and a 'National Response Plan' document cover. At the bottom right is a quote: 'One team, one goal...a safer, more secure America'.

Phone: 800-368-6498



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# The National Response Plan

**The end result is...**

**Improved coordination among Federal, State, local, and tribal organizations to help save lives and protect America's communities by increasing the speed, effectiveness, and efficiency of incident management**



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# **NEW NRP Update Pending**

- **Even more changes are coming to the NRP**
- **Panel has been convened to further refine the plan**
- **Guestimate is 6 months till completion**



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*That's all folks!*

**Please take this opportunity to ask  
questions!**

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